

Introduction

The General Counterdrug Intelligence Plan³ (GCIP) establishes an all-encompassing national counterdrug intelligence architecture. It advances an action agenda to improve information sharing and resolve issues of mission clarity, systems connectivity, interagency cooperation, and analyst professionalization. The GCIP fashions the vision for a better-integrated, more effective counterdrug intelligence architecture—building on notable successes of recent years. The GCIP is the blueprint to clarify and make systematic U.S. counterdrug intelligence and law enforcement information programs to better support the departments, agencies, centers, and activities involved in:

- Drug policy formulation and implementation;
- Federal, state, and local law enforcement drug investigations and prosecutions;
- Foreign and domestic drug interdiction; and,
- International drug control programs.

The GCIP is a collaborative interagency product. It builds on the findings of the White House Task Force (WHTF) *Review of the U.S. Counterdrug Intelligence Centers and Activities*. The GCIP establishes ways to provide policymakers, operators, and investigators with timely, relevant, and actionable drug-related intelligence and information necessary to disrupt and dismantle illicit drug trafficking infrastructures, organizations, and resources. The Plan maximizes the opportunities for timely information sharing, intelligence exchange, and operational coordination—fully within all statutory limitations—among the various policymaking, military, law enforcement, and Intelligence Community components that collectively make up the national counterdrug intelligence architecture. The action items leverage the important progress made on these fronts, and provide a framework that promotes additional and improved counterdrug intelligence coordination and information flow at the Federal, state, and local levels.

Authority

The GCIP was developed in response to the Treasury and General Government Appropriations Act of 1998, which required the Director of National Drug Control Policy (ONDCP) to:

“...submit to the appropriate congressional committees...a plan to improve coordination, and eliminate unnecessary duplication, among the counterdrug intelligence centers and counterdrug activities of the Federal Government...”

³Appendix A describes the process to produce the Plan.

The Plan also responds to the 1998 Intelligence Authorization Act, which required a review of the National Drug Intelligence Center (NDIC) mission.⁴

Relationship to the National Drug Control Strategy

The goals and objectives of the *National Drug Control Strategy* guide the GCIP. Counterdrug intelligence supports individual organizations' drug monitoring, and law enforcement, intelligence, and other counterdrug missions under the *National Drug Control Strategy*. The Strategy has five goals to reduce illegal drug use and its consequences:

Goal 1: Educate and enable America's youth to reject illegal drugs as well as alcohol and tobacco.

Goal 2: Increase the safety of America's citizens by substantially reducing drug-related crime and violence.

Goal 3: Reduce health and social costs to the public of illegal drug use.

Goal 4: Shield America's air, land, and sea frontiers from the drug threat.

Goal 5: Break foreign and domestic drug sources of supply.

GCIP Recognition of Statutory and Component Authorities

Counterdrug intelligence organizations employ a variety of techniques to collect intelligence. Existing Federal statutes and executive orders authorize U.S. counterdrug intelligence organizations to collect information regarding suspected illegal drug activities of both U.S. and foreign persons and organizations both within and outside the United States. Generally, law enforcement organizations such as the Drug Enforcement Administration (DEA) and the Federal Bureau of Investigation (FBI) collect both domestic and foreign drug information, whereas national intelligence organizations such as the Central Intelligence Agency (CIA), the National Security Agency (NSA), and the Defense Intelligence Agency (DIA) are authorized to collect only foreign intelligence on any drug-related activity outside the United States. In general, Executive Order 12333 (United States Intelligence Activities) limits agencies such as the CIA, NSA, and DIA from collecting, retaining, and disseminating information concerning the activities of U.S. persons.

The missions and functions of the agencies of the Intelligence Community and the U.S. law enforcement agencies and their enabling legal authorities differ substantially. This Plan recognizes that agencies of the Intelligence Community are obligated to protect sensitive intelligence sources and methods from improper disclosure. Likewise, drug law enforcement agencies are obligated to protect sensitive, undercover, and legally restricted law enforcement sources, information, individuals, and techniques.

⁴Appendix B cites the relevant portions of the aforementioned Acts, and Appendix C contains the mission statements for each of the national-level centers with counterdrug responsibilities and activities.

This Plan does not change agency authorities or the laws governing interagency relationships. The action agenda set forth in this Plan facilitates the appropriate and timely exchange of information between the intelligence and drug law enforcement communities, taking care to respect law and regulation. The actions recognize and respect the legal authorities that govern: the collection and dissemination of information pertaining to "U.S. persons;" the dissemination of certain legally-restricted law enforcement information, such as taxpayer information, grand jury information, and information derived from court-authorized electronic surveillance; and information sharing that, if not properly conducted, could "taint" domestic drug investigations and prosecutions with information derived from sensitive foreign intelligence sources and methods, causing the dilemma of either dismissing the prosecution or compromising a sensitive source or method.

The functions and responsibilities of the counterdrug intelligence centers and their activities and coordinating bodies addressed in this Plan do not supersede or modify the responsibilities or authorities of, nor confer statutory roles on, heads of Executive Departments or Agencies.

Nothing contained in this Plan shall be construed to imply any grant of or change to the missions, functions, or authorities of the Director of Central Intelligence (DCI). To the extent that this Plan addresses authorities or functions of the DCI, including the authority to establish requirements and priorities to govern the collection of national intelligence by elements of the Intelligence Community; the authority to approve collection requirements, determine collection priorities, and resolve conflicts in collection priorities levied on national collection assets, except as otherwise agreed with the Secretary of Defense pursuant to direction of the President; the responsibility for providing national intelligence; and the functions of the DCI Crime and Narcotics Center, it is expository of already existing authorities and functions.

Resource Implications

To the extent that these 73 action items delineated in the GCIP have resource implications, they must be weighed against other priorities. Currently, FY2000 departmental and agency resources are not programmed to accommodate such action items. Therefore, the action items with resource implications for future years will need to be vetted through the normal budget process. Participating agencies will need to identify funding options to accommodate the Plan's objectives.